

# 2008

## School Tobacco Policies



A review of model &  
school tobacco policies for  
**North Central District Health Department**

O'Neill, Nebraska

**Social Sciences Research Center**

Wayne State College

12/23/2008

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From the Director

The review of the school policies against that of “model” school policies has been completed. As the Director of North Central District Health Department, I trust that you, as a School Administrator and/or School Board Member, will find this review of your local school tobacco policies against that of Model Policies to be enlightening and a useful tool as you begin your process of updating your tobacco policies for this coming year.

Tobacco use continues to be the single greatest reason for morbidity and mortality across the globe, throughout Nebraska and even in our very own nine county health district. While the most serious health effects of tobacco consumption normally occur after decades of smoking, tobacco use also causes immediate health effects for young smokers. Perhaps more importantly, teenage smokers risk addictions while in adolescence. Smokers who become addicted to tobacco in their youth face the greatest risk of eventually contracting diseases caused by smoking, such as cancer, emphysema and heart disease (*The Tobacco Atlas, Second Edition, 2006*). Our schools are a place of safety and security for our youth and we understand a School Board's obligation to promote a healthy learning and work environment, free from unwanted smoke, for students, employees and visitors.

I would like to thank the staff of NCDHD who made this document possible and as well, Wayne State College for their efforts in reviewing all the school policies that were collected and compiling them into a systems matrix for review. In all, twenty-one schools participated in this venture. As you review this report and plan to open discussions for systems of change within your school, I would like to offer technical assistance and support, via myself, or NCDHD staff members, Camille Ohri and Veta Hungerford, to further guide you in this process. We will be more than willing to meet with you in person, or on the phone and even make ourselves available to attend a school board meeting. If you have further questions or would like additional information, please contact Camille Ohri in our office at (402) 336 – 2406, extension 10.

In good health,

Roger Wiese, Executive Director

NCDHD



## Abstract

This report reviews policies related to tobacco use in 21 school districts in north central Nebraska, with the content of the individual policies compared to that of model tobacco policies from the National Association of State Boards of Education (NASBE) and the Center for Disease Control & Prevention (CDC).

Model policies normally include six components: 1] a statement of principle, 2] policy administration, 3] policy communication, 4] a position reflecting on tobacco promotions (access), 5] a program of education and prevention and 6] program evaluation.

The review of the existing policy documents suggests their history as [they were developed] a response to control student behavior and student use of prohibited substances (alcohol, drugs and tobacco) [prior to the growing acceptance of tobacco use as a health issue pressing]. As a consequence, their character is more punitive than it is promoting healthy behaviors.

The policies, with few exceptions, focus only on students, not on staff, volunteers, or other adults who attend school events or who visit the school campus.

The policy ideas advanced by the NASBE/CDC models suggest ways to shift that focus and to revise existing policies. The models present criteria for addressing issues related to tobacco use, especially in placing increased efforts on cessation programming (including employees as well as students) improved communication and community participation, and for evaluating the policy for effectiveness.

In effect, the policies reviewed have considerable opportunities (if revised) to addressing issues related to tobacco use, especially in placing increased efforts on cessation programming and for including employees as well as students. Improved communication and community participation, also part of the model policy, are a means to an end.



## Introduction

This report for the North Central District Health Department (NCDHD) serves several purposes: first, a review of tobacco policies in force provided by various school districts in the health district; second, definition of a model policy as a basis for reviewing and comparing the elements in the existing policies.

The policy documents reviewed were received from 21 schools in the NCDHD service area, and each of the policies was reviewed against the components of the model policies. Of these, a number were board policies, while others were from the school administration (handbooks, for example). A few provided examples from both.

## Why a model policy?

Why a model policy? A model policy delineates a range of accepted options for use in the review of existing policies or in the development of new policies. Within those options are bases for comparison using exemplary or best practice, a yardstick against which policies might be measured.

The models used for comparison come from two sources, the National Association of Boards of Education (NASBE) and the Center for Disease Control (CDC). Though one might expect some differences, the NASBE follows the historical strong lead of the CDC. The appendices contain the several models: one from the NASBE, and a policy template used in North Carolina.

## Approach

Using the framework from the CDC/NASBE, each of the school policies received 'points' when it contained elements of the model policy. The sections that follow will describe each component and subsequent paragraphs the extent to which that component was a part of the existing policies.

## Elements in the Model Policy

The model policies from the National Association of Boards of Education and the Center for Disease Control are outlines of what a model policy should contain. They suggest six elements:

1. A statement of principle,
2. How the policy is applied: whom the policy affects; what conditions prompt its application; who is responsible for applying the policy; a listing of the response elements (sanctions and educational) and the conditions under which they are applied,
3. How the policy is to be communicated,
4. Elements that affect access to tobacco,
5. Elements that are preventative or educational: through the curriculum, special programming,
6. Evaluation of the policy: who administers the policy; who enforces it.



# Elements in a Model Policy

## 1. Statement of Principle: Policy Rationale and Policy Development

Statements of principle normally include:

1. a description of the primary intent of the policy;<sup>1</sup>
2. consequences of use (a student who is caught smoking is denied participation in school activities);
3. and health factors (harmful effects of tobacco).

Both the NASBE and the CDC recommend that tobacco policies be developed with participation from relevant stakeholders:

- school board members,
- students,
- parents and members of the community,
- professional and administrative staff.

1. **A statement of principle;**
2. How the policy is applied: whom the policy affects; what conditions prompt its application; who is responsible for applying the policy; a listing of the response elements (sanctions and educational) and the conditions under which they are applied;
3. How the policy is to be communicated;
4. Elements that affect access to tobacco;
5. Elements that are preventative or educational: through the curriculum, special programming;
6. Evaluation of the policy: who administers the policy; who enforces it.

At the same time, the general recommendation is that the policy statement include a commitment to an educational component.

### *Basic Intent and Rationale*

The intent of the model policy is to establish and enforce a prohibition on all use of tobacco products for all (students, staff & visitors) at all times in school buildings, on school grounds, or at school sponsored events, even those considered off-campus.

*Summary of  
school policies  
received*

**For the policies provided, about half appear to be board policies and one third administrative. Several schools provided both. They are mainly punitive; that is, they are oriented toward rules/infractions. In other words, they were probably developed in response to a need to control student behavior. Within that context, over half address behaviors necessary for participation in school activities. Less than half refer to smoking cessation as health related and beneficial to the student. The alternative embodied in the model policy is that the orientation be preventative with an emphasis on student health.**

<sup>1</sup> An example from a model policy (North Carolina). "The (*name of school district*) School Board recognizes that the use of tobacco products is a health, safety, and environmental hazard for students, employees, visitors, and school facilities. The Board acknowledges that adult employees and visitors serve as role models for students and that the Board's acceptance of any use of tobacco products implies school approval, if not endorsement, of such use. In addition, the Board recognizes that it has an obligation to promote positive role models in schools and promote a healthy learning and working environment, free from unwanted smoke, for the students, employees, and visitors to the school campus. Finally, the board recognizes that it has a legal authority and obligation pursuant to...."

Put another way, activities appear to drive the policy statements, and tobacco policies are a subhead of Activities where responses/sanctions are linked to school activities. If a student uses, possesses, or distributes tobacco products, the first response of the school is in regard to participation in activities. It is difficult to say, in reviewing the policies, what consequences could be applied to a student who does not participate in activities.

In addition, policies related to tobacco use and prevention are almost inextricable from those for illicit drugs and alcohol. Combining the three assumes that prevalence, patterns of and motives for use are comparable, as are the potential effects.

## 2. How the policy is applied

This policy component relates to:

**Who** is affected by the policy? Model policies apply to students, staff, visitors.

**Students** may not possess or use tobacco on school grounds, whether or not they have reached the age of majority or met standards for legal purchase.

**Visitors** are restricted from using at school events or on school property, but they are not specifically prohibited from possessing tobacco products on school grounds or at school events. For visitors, the model policy from North Carolina is explicit about enforcement with regard to the policy.<sup>2</sup>

For **employees**, The NASBE is somewhat vague, prohibiting use but not necessarily possession. Likewise, the original CDC recommendations refer only to use, and do not make references to possession.

1. A statement of principle;
2. **How the policy is applied: whom the policy affects; what conditions prompt its application; who is responsible for applying the policy; a listing of the response elements (sanctions and educational) and the conditions under which they are applied;**
3. How the policy is to be communicated;
4. Elements that affect access to tobacco;
5. Elements that are preventative or educational: through the curriculum, special programming;
6. Evaluation of the policy: who administers the policy; who enforces it.

### Summary of school policies received

**Almost all (17 of 21) of the policies reviewed apply only to students (especially those who participate in an activity), while a handful contain references to staff (3) or visitors (2). Several of the references to staff, it should be noted, are for exceptions; that is, staff may smoke in designated areas. A policy that applies to staff is for a drug free workplace, directed at drug/substance abuse and does not appear to include tobacco use.**

**What** are the conditions under which the policy is enforced? The model policy refers to possession, use, and/or distribution of all tobacco products.

**The policies reviewed associate tobacco with alcohol and drugs. To some extent tobacco is an add-on, especially where the term *illicit drugs* may include tobacco, perhaps because it cannot be purchased legally by most students and is addictive.**

**Most, but not all, policy statements describe enforcement provisions as a response to the possession of tobacco (18 of 21), slightly fewer to its use (15/21), and less than half to distribution (18 of 21). Because the policies are a response, they are**

<sup>2</sup> Consequences for employees who violate the tobacco use policy will be in accordance with personnel policies and may include verbal warning, written reprimand, or termination. Visitors using tobacco products will be asked to refrain while on school property or leave the premises. If they refuse, law enforcement officers will be contacted to escort the person off the premises or cite the person for trespassing in case the person refuses to leave the school property.

consequently negative or punitive (If a student possesses tobacco products, that student will be subject to these sanctions.)

**What: Response or Sanctions/Disciplinary Provisions.** This portion of the policy defines how it is implemented. The model policies are somewhat vague on this point.

**Enforcement:** In the NASBE model policy, enforcement responses are the province of the administration, and those include a range of punishments for violations and prevention/cessation services. In addition, model policies suggest that “students, employees and visitors” have some responsibility to “verbally admonish” tobacco users. **Tips for School Tobacco Policy Enforcement** (State of Wisconsin) discusses options for enforcing the policy with visitors but not for staff. This document assumes that “Adult visitor violations of district tobacco-free policies usually are unintentional;” therefore, enforcement options for visitors are usually low key.

Further, model policies often identify training for school staff on “correct, fair, and consistent enforcement” of tobacco use policies.

None of the policies reviewed specify that school staff be trained relative to the enforcement of tobacco policies. It should also be noted there are no references to training for delivering curriculum related to prevention/education.

**Enforcement options:** About half (11/21) defined who might have enforcement responsibilities, with responsibilities across a range of professional staff, administrative staff, all employees, law enforcement, parents, and sometimes students. For most, the primary responsibility rests with paid school staff. Law enforcement may be involved where a school official refers an illegal purchase to them or where students were apprehended because they purchased tobacco illegally. In some policies, if a student bought a tobacco product illegally, he/she might also be subject to sanctions at school (with at least one defined exception). A handful of schools use an “honesty” policy, through which a student can self-report “infractions” and receive a lesser penalty.

Throughout the policies enforcement is cumulative, increasing with the number of offenses (up to three). Since the policies are derivatives of extracurricular activities, the common element is restricted participation in those activities. Also, where students are directed toward counseling or smoking cessation, completion of the programs is a qualification for resumed participation in activities.

**When/Where.** The model policy is in effect at all times (during the school year) in school buildings, on school grounds, in school vehicles, and at school sponsored events. For the model policy, students, staff (full and part-time, paid or volunteer), and visitors who are on school grounds or at school sponsored functions (even if off campus) are prohibited from using tobacco products.

About half of the policies (12) specifically include all school facilities and all school sponsored events, with the timeframe the beginning/ending of school activities.

Three schools included legal violation (if a student were “apprehended” by law enforcement while attempting to purchase tobacco products).

In all, nine of the schools defined when the policy was in force. Four of the schools apply their policy year round; if a student is observed using tobacco during the summer, that student is subject to the same enforcement provisions.

**Response.** Here “response” applies specifically to instances of tobacco use. Model policies identify (as options) sanctions, the use of counseling services and referral (tobacco cessation programs), notification of parents, and the use of community service. Generally, enforcement is cumulative (as noted above, progressing with subsequent offenses). For the model policy, the sequence for enforcement **begins** with education/tobacco cessation interventions and **culminates** in sanctions/suspension (whether or not this is consistent with state education/athletic policies might be considered).

The local policies reviewed are cumulative in their application; the level of sanction increases with the number of infractions. Note that all begin with sanctions/punishments, mostly suspension from school activities, and these are cumulative. The direction of response is opposite that of the model policy.

Most (17) identify activity related sanctions, where participation is usually restricted for a period of weeks. In a few instances, the policies define in detail what constitutes an activity. Though students may not “participate,” as in sports, they may be expected to attend practices.

A handful of policies (4) refer to a hearing, with varying degrees of formality. About half of the policies reviewed include as a step notifying parents, especially where restricted participation in activities is the sanction.

Contrary to the model policies, the school policies give counseling/rehabilitation a secondary emphasis. Five will refer the student to a counselor (usually within the school), and about half “may” include completion of a tobacco cessation program, sometimes at the expense to the student. If mandated, completion of the cessation program is a condition of resuming participation in activities, perhaps even to staying in school. Two policies include a community service option, and a similar number state that a student who possesses an “illegal” substance may be referred to law enforcement.

### 3. Policy Communication

Model policies include statements about how the policy is communicated, including the publication in handbooks, signage, manuals, presentations, publications (programs, newsletters, brochures), and the local media. If the policies include families and school visitors, policy communication is even more important. That is, the extent to which a school communicates its policy is a measure of sincerity.

The standard for the policies reviewed was publication in a handbook and, if a student participated in activities, a consent/participation form signed by the student and that

student's parents. Five of the policies reviewed made reference to the handbooks, but only one identified more than two methods of communication (if schools used other types of communication about tobacco use, it was not defined in the policy statements).

1. A statement of principle;
2. How the policy is applied: whom the policy affects; what conditions prompt its application; who is responsible for applying the policy; a listing of the response elements (sanctions and educational) and the conditions under which they are applied;
- 3. How the policy is to be communicated;**
4. Elements that affect access to tobacco;
5. Elements that are preventative or educational: through the curriculum, special programming;
6. Evaluation of the policy: who administers the policy; who enforces it.

#### 4. Access

Model policies suggest that the school should prohibit all promotion of tobacco products and companies in school settings (the NASBE includes prohibiting curricula that tobacco companies might provide).

This was beyond the scope of the policies reviewed.

1. A statement of principle;
2. How the policy is applied: whom the policy affects; what conditions prompt its application; who is responsible for applying the policy; a listing of the response elements (sanctions and educational) and the conditions under which they are applied;
3. How the policy is to be communicated;
- 4. Elements that affect access to tobacco;**
5. Elements that are preventative or educational: through the curriculum, special programming;
6. Evaluation of the policy: who administers the policy; who enforces it.



## 5. Prevention or Reduced Use

Model policies include provisions to implement a sequential educational program to prevent tobacco use that

- is integrated within the K-12 health education curriculum;
- is aimed at influencing students' knowledge, attitudes, skills, and behaviors;<sup>3</sup>
- and is taught by well-prepared and well-supported staff.<sup>4</sup>

In addition, the school should provide leadership (at a minimum it should collaborate) in community-wide efforts to

prevent tobacco use and support students' participation in them;<sup>5</sup>

1. A statement of principle;
2. How the policy is applied: whom the policy affects; what conditions prompt its application; who is responsible for applying the policy; a listing of the response elements (sanctions and educational) and the conditions under which they are applied;
3. How the policy is to be communicated;
4. Elements that affect access to tobacco;
5. **Elements that are preventative or educational: through the curriculum, special programming;**
6. Evaluation of the policy: who administers the policy; who enforces it.

*Summary of  
school policies  
received*

**Only five of the policies state the need for curricular components that address substance abuse. They do not address special or intermittent programming, staff development related to instruction related to tobacco cessation, nor do they encourage participation in community wide efforts. They do not involve parents or families in support of school-based programs to prevent tobacco use.**

**None of the policies (targeted toward students) include support for tobacco cessation for staff.**

<sup>3</sup> CDC Recommendation # 3.

<sup>4</sup> The NASBE policy defines training mainly in terms of response; CDC Recommendation #4 describes the need for training of school staff for the best delivery of the educational/prevention component.

<sup>5</sup> CDC Recommendation # 5.

## 6. Evaluation

For the model policies, evaluation has two components. The first is evaluation. Model policies include an evaluation component as a basis for improving existing programs and policies and for demonstrating the effectiveness of those programs and policies.

The second involves identifying authority and responsibility for the programs and measuring their outcomes (a program with a person responsible) Options are a “school health coordinator,” school administrators, or a school health advisory council.

The NASBE suggests administering anonymous student surveys to assess tobacco use and to provide benchmarks for evaluation. The CDC recommendations include a series of input/process audits:<sup>6</sup>

1. A statement of principle;
2. How the policy is applied: whom the policy affects; what conditions prompt its application; who is responsible for applying the policy; a listing of the response elements (sanctions and educational) and the conditions under which they are applied;
3. How the policy is to be communicated;
4. Elements that affect access to tobacco;
5. Elements that are preventative or educational: through the curriculum, special programming;
- 6. Evaluation of the policy: who administers the policy; who enforces it.**

1. Do schools have a comprehensive policy on tobacco use, and is it implemented and enforced as written?
2. Does the tobacco education program foster the necessary knowledge, attitudes, and skills to prevent tobacco use?
3. Is education to prevent tobacco use provided, as planned, in kindergarten through 12th grade, with special emphasis during junior high or middle school?
4. Is in-service training provided, as planned, for educators responsible for implementing tobacco-use prevention?
5. Are parents or families, teachers, students, school health personnel, school administrators, and appropriate community representatives involved in planning, implementing, and assessing programs and policies to prevent tobacco use?
6. Does the tobacco-use prevention program encourage and support cessation efforts by students and all school staff who use tobacco?

*Summary of  
school policies  
received*

**In two of the policies reviewed, the superintendent is to evaluate policies and report to the board, while one policy assigns responsibilities to a coach/sponsor. Only one school policy delineates an evaluation plan which includes collecting data, analysis, and an annual report with recommendations.**

<sup>6</sup> More recent uses of YRBSS and SICA surveys provide more specific outcomes data.



## Summary

The policies reviewed omit a number of the components of what the NASBE and CDC delineate in their model policies. Those omissions create ambiguities in implementation, expectations and outcomes. Though setting a number of elements is somewhat subjective, the accompanying table identifies about 30 elements that might be included in the model policy. Of those reviewed, the proportion of items included ranges from 10 percent to 50 percent.

What is most striking about the policies reviewed is that preventing or reducing tobacco use is not an end in itself; rather, it is subordinated to participation in activities. The goal is not improved health, but setting standards for participation in extracurricular activities. Though this may not be the intent, the result is that prevention receives less emphasis than does punishment. The model policy, on the other hand, is developed to address a health issue, which is the primary concern, and not a derivative of an activities program.

The extent to which components are included may be read as an expression of the level of commitment to the policy. In effect, the policies reviewed present considerable opportunities (if revised) for addressing issues related to tobacco use, especially in placing increased efforts on cessation programming, for including employees as well as students, for improving communication and community participation. Part of the model policy, all of those components are necessary for a comprehensive program. Their inclusion is a measure of the level of commitment and level of support for the policy.



## Primary References

National Association of State Boards of Education. Policies to Prevent Tobacco Use. Online: retrieved 11/3/2008 at <http://www.nasbe.org/index.php/shs/78-model-policies/119-policies-to-prevent-tobacco-use>.

Centers for Disease Control and Prevention. Guidelines for school health programs to prevent tobacco use and addiction. MMWR 1994;43(No. RR-2):1-19.(send document)

Division of Adolescent & School Health, Center for Disease Control. Addressing Tobacco Use & Addiction (brochure). Online at : [http://www.cdc.gov/healthyYouth/tobacco/pdf/Addressing\\_Tobacco\\_Addiction.pdf](http://www.cdc.gov/healthyYouth/tobacco/pdf/Addressing_Tobacco_Addiction.pdf).

Promising Practices in Chronic Disease Prevention and Control: Ch.8: Advancing Tobacco Control Through Evidence-Based Programs. <http://www.cdc.gov/HealthyYouth/publications/pdf/PP-Ch8.pdf>.

*Tips for School Tobacco Policy Enforcement published by the State of Wisconsin, is included in links by the State of Nebraska. Tips is at <http://dpi.wi.gov/sspw/pdf/tobpolenf.pdf>. The Nebraska link is <http://www.nde.state.ne.us/federalprograms/sdfs/ATOD/tobacco.htm>.*

*Getting to Tobacco Free Schools: A Trouble Shooting Guide*, Colorado Department of Public Health and Environment and American Cancer Society, Colorado Division by the Wisconsin Department of Public Instruction. August 2001.



## Appendix “A”: Sample Policy (North Carolina)

<b>(Name of School District)</b>	<b>Tobacco Products</b>	<b>Policy Code:</b>
<p style="text-align: center;"><b>A Model 100% Tobacco-Free School Policy (Developed for North Carolina School Districts)</b></p> <p>The <i>(name of school district)</i> School Board recognizes that the use of tobacco products is a health, safety, and environmental hazard for students, employees, visitors, and school facilities. The Board acknowledges that adult employees and visitors serve as role models for students and that the Board’s acceptance of any use of tobacco products implies school approval, if not endorsement, of such use. In addition, the Board recognizes that it has an obligation to promote positive role models in schools and promote a healthy learning and working environment, free from unwanted smoke, for the students, employees, and visitors to the school campus. Finally, the board recognizes that it has a legal authority and obligation pursuant to G.S. 115C-407 <i>Policy prohibiting Tobacco Use in School Buildings</i> as well as the federal <i>Pro-Children’s Act, Title X of Public Law 103-227</i> and the <i>No Child Left Behind Act</i>.</p> <p><b>Tobacco Use Prohibited</b></p> <p>No student, staff member or school visitor is permitted to use any tobacco product at any time, including non-school hours:</p> <ul style="list-style-type: none"> <li>• In any building, facility, or vehicle owned, leased, rented or chartered by the <i>(Name of School District)</i> Schools.</li> <li>• On any school grounds and property – including athletic fields and parking lots – owned leased, rented or chartered by <i>(Name of School District)</i> Schools; or</li> <li>• At any school-sponsored or school-related event on-campus or off-campus.</li> </ul> <p>In addition, no student is permitted to possess a tobacco product.</p> <p>The policy may permit tobacco products to be included in instructional or research activities in public school buildings if the activity is conducted or supervised by the faculty member overseeing the instruction or research and the activity does not include smoking, chewing, or otherwise ingesting the tobacco product.</p> <p><b>Definition of School Grounds and Property</b></p> <p>School grounds and property means and includes land and school facilities used for the provision of academic, extracurricular programs and administration by the district. School grounds include playgrounds and recreational places. School grounds include that portion of land, school facilities and other facilities owned by municipalities, private entities or other individuals during those times when the school district has exclusive use of a portion of such land, school facilities, or other facilities for the provision of extracurricular programs.</p> <p><b>Signage</b></p> <p>Signs declaring all school grounds and property as tobacco-free will be posted in all school buildings and vehicles. Signs will be posted at all vehicular entrances to school grounds and building entrances, and in all indoor and outdoor athletic facilities.</p>		
Legal Reference:	Adopted on: <i>(Date)</i> Revised on:	Page 1 of 2



<b>(Name of School District)</b>	<b>Tobacco Products</b>	<b>Policy Code:</b>
<p><b>Enforcement for Students</b>  Consequences for students engaging in the prohibited behavior will be provided in accordance with the school's behavior management plan. Students who violate the school districts tobacco use policy will be referred to the guidance counselor, school nurse, or other health or counseling services for all offenses for screening, information, counseling and referral. All student violators will have access to an Alternative to Suspension (ATS) program. The ATS program will provide up-to-date information on the many consequences of tobacco use, offer techniques that students can use to stop tobacco use at school, and provide referrals to local youth tobacco cessation programs. Parents/guardians will be notified of all violations and actions taken by the school. School may also use community service as part of the consequences. Suspension will only be used after a student has several prior violations or refused to participate in other outlined measures.</p> <p><b>Enforcement for Staff and Visitors</b>  Consequences for employees who violate the tobacco use policy will be in accordance with personnel policies and may include verbal warning, written reprimand, or termination. Visitors using tobacco products will be asked to refrain while on school property or leave the premises. If they refuse, law enforcement officers will be contacted to escort the person off the premises or cite the person for trespassing in case the person refuses to leave the school property</p> <p><b>Opportunities for Cessation</b>  The administration will identify and offer programs and services for students who are ready to quit tobacco use. The administration will identify and offer programs and services for school staff who use tobacco products to support them in complying with the policy that prohibits tobacco use on school grounds and during school-related events and assisting those staff who are ready to quit smoking or other tobacco use.</p> <p><b>Prevention Education</b>  The administration will identify programs or opportunities for students to gain a greater understanding of the health hazards of tobacco use and the impact of tobacco use as it relates to providing a safe, orderly, clean and inviting school environment.</p> <p><b>Procedures for Implementation</b>  The policy will go into effect (<i>Date policy will go into effect</i>). The administration will develop a plan for communicating the policy that will include information in student and employee handbooks, announcements at school-sponsored or school-related events, and appropriate signage (as mentioned above) in buildings and around campus. Other methods will be identified for notifying students, employees and parents about this policy. An enforcement plan, which identifies consequences for students, staff and visitors who violate the policy, will be created and communicated to all students, staff and parents.</p>		
Legal Reference:	Adopted on: ( <i>Date</i> )  Revised on:	Page 2 of 2

## Appendix “B”: NASBE Policy Suggestions

### Comprehensive School Tobacco-Use Prevention Policy

*Note: Underlined and italicized phrases should be customized or are optional.*

**INTENT.** District/school leaders shall develop a comprehensive policy/program/plan to prevent tobacco use that is based on current research and best practices. The policy/program/plan shall be developed in partnership with families, health care providers, and community organizations; shall be implemented within the context of a coordinated school health program; and shall include the following provisions:

- establish and enforce a prohibition on all use of tobacco products by students, staff, and school visitors at all times in school buildings, on school grounds, in school vehicles, and at all school-sponsored events on or off campus;
- prohibit all promotion of tobacco products and companies in school settings;
- implement a sequential educational program to prevent tobacco use that is integrated within the K-12 health education curriculum; is aimed at influencing students’ knowledge, attitudes, skills, and behaviors; and is taught by well-prepared and well-supported staff;
- collaborate on community-wide efforts to prevent tobacco use and support students’ participation in them;
- provide appropriate counseling services or referrals for students and staff to help stop tobacco use and overcome nicotine addiction;
- participate in the administration of anonymous surveys to assess students’ tobacco use and other health risk behaviors; and
- designate a specific school official to be responsible for policy implementation.

**POLICY EVALUATION.** The district/school shall participate in the administration of anonymous student surveys to assess tobacco use and other health risk behaviors. The school health coordinator/other shall regularly monitor, evaluate, and submit an annual report to the school health advisory council/board of education/other on the implementation of this policy and its effectiveness at reducing tobacco use, along with recommendations for improvement.

***Optional: Many policies include a statement of facts to justify the policy:***

**RATIONALE.** Cigarette smoking continues to be the chief preventable cause of premature disease and death in the United States. Schools have a responsibility to help prevent tobacco use for the

sake of students' and staff members' health and the well-being of their families. Research conclusively proves the following:

- regular use of tobacco is ultimately harmful to every user's health, directly causing cancer, respiratory and cardiovascular diseases, adverse pregnancy outcomes, and premature death;
- secondhand smoke is a threat to the personal health of everyone exposed to it, especially persons with asthma and other respiratory problems;
- nicotine is a powerfully addictive substance;
- tobacco use most often begins during childhood or adolescence;
- the younger a person starts using tobacco, the more likely he or she will be a heavy user as an adult; and
- many young tobacco users will die an early, preventable death because of their decision to use tobacco.

Additional reasons why schools need to strongly discourage tobacco use are as follows:

- the use of tobacco can interfere with students' attendance and ability to learn;
- *the purchase and possession of tobacco products is illegal for persons younger than age 18 [state laws vary];*
- students need to be prepared for adult life and most workplaces are now smoke-free;
- smoking is a fire safety issue for schools; and
- use of spit tobacco is both a health and sanitation issue in school facilities.

## Tobacco-Free School Environment

**TOBACCO USE AND POSSESSION PROHIBITED.** No student, staff member, or school visitor is permitted to smoke, inhale, dip, or chew tobacco at any time, including non-school hours:

- in any building or facility;
- on school grounds, athletic grounds, or parking lots;
- in any vehicle owned or otherwise used by the school; and
- at any school-sponsored event on or off campus.

No student is permitted to possess a tobacco product on school grounds. School authorities shall consult with local law enforcement agencies to enforce laws that prohibit the possession of tobacco by minors within the immediate proximity of school grounds.

**TOBACCO PROMOTION PROHIBITED.** Tobacco promotional items, including clothing, bags, lighters, and other personal articles, are not permitted on school grounds, in school vehicles, or at school-sponsored events. Tobacco industry advertising, including advertising of commercial films in which tobacco smoking is featured, is prohibited in schools, school-sponsored publications, and school-sponsored events.

**CLOSED CAMPUS.** *No student may leave the school campus during breaks in the school day to use a tobacco product. Signs to this effect will be posted at appropriate locations. [Optional]*

**SIGNS AND OTHER NOTICES.** The superintendent/principal/other shall notify students, families, education personnel, and school visitors of the tobacco-free policy in handbooks, newsletters, announcements, and event programs; on posted notices or signs at every entrance and other prominent locations, and by other efficient means. To the extent possible, schools and districts will use local media to publicize the policies and help influence community norms about tobacco use.

**POLICY ENFORCEMENT.** It is the responsibility of all students, employees, and visitors to verbally admonish any person using or possessing a tobacco product or promotional item. Any tobacco product found in the possession of a student who is a minor shall be confiscated by staff and discarded. The provisions of existing policies that address the use and possession of drugs shall apply to all tobacco products.

The superintendent/principal/other shall develop and administer a range of helping and punishing enforcement responses to tobacco-use violations appropriate to the violation and the individual student or staff member. These will include educational assignments and tobacco-use cessation services as well as relevant sanctions such as community service, referral to student court, and disciplinary actions as codified in written school policy. All school staff shall participate in training on the correct, fair, and consistent enforcement of tobacco-free school policies.

## Tobacco-Use Prevention Education

**INSTRUCTIONAL PROGRAM DESIGN.** As part of a comprehensive tobacco-use prevention program, tobacco-use prevention education shall be integrated within the health education program and be taught at every grade level, pre-kindergarten through twelfth. Instruction shall be most intensive in grades six through eight and reinforced in all later grades.

The educational program shall be based on theories and methods that have been proven effective by published research and consistent with the state's/district's/school's health education

standards/guidelines/framework. Instructional activities shall be participatory and developmentally appropriate. The program shall be designed to accomplish the following:

- instruct about immediate and long-term undesirable physiologic, cosmetic, and social consequences of tobacco use;
- decrease the social acceptability of tobacco use;
- address reasons why young people use tobacco, such as its use as a method of weight control;
- teach how to recognize and refute advertising and other social influences that promote tobacco use;
- develop students' skills for resisting social influences that promote tobacco use;
- develop necessary assertiveness, communication, goal setting, and problem solving skills that may enable students to avoid tobacco use and other health-risk behaviors; and
- engage families as partners in their children's education.

The state/district/school is prohibited from accepting funding, curricula, or other materials provided by the tobacco industry or its agents.

**STUDENT ASSESSMENT.** Tobacco-use prevention topics and skills shall be incorporated into the health education assessment program.

**STAFF PREPARATION.** Staff responsible for teaching tobacco-use prevention shall receive pre-service training and participate in ongoing professional development activities to effectively deliver the education program as planned. Preparation and professional development activities shall provide basic knowledge about the effects of tobacco use and skill practice in effective instructional techniques.

**COMMUNITY COLLABORATION.** School leaders are expected to collaborate on common messages and coordinated activities with agencies and groups that conduct tobacco-use prevention education in the community. School staff shall also help interested students become involved with agencies and other organizations in the community that are working to prevent tobacco use. Guest speakers invited to address students shall receive appropriate orientation to the relevant policies of the school/district.

**POLICY EVALUATION.** The school health coordinator/other shall prepare an annual report to the school health advisory council/board of education/other on the implementation of this policy and its effectiveness at preventing tobacco use, with recommendations for improvement.

## Tobacco-Use Cessation Services

**PROGRAM AVAILABILITY.** As part of a comprehensive tobacco-use prevention program, the school shall provide referrals to community resources and programs to help students and staff members overcome nicotine addiction. School counselors or community agencies are encouraged to establish voluntary tobacco-use cessation programs at school. Planning for such services should be based on findings from needs assessment activities and periodically evaluated for effectiveness and participant satisfaction.

**PROGRAM ATTENDANCE.** Attendance or completion of a tobacco-use cessation program shall not be mandatory for anyone or used as a penalty. Attendance or completion of a tobacco-use cessation program is allowed as a voluntary substitute to suspension for use or possession of tobacco.

**MEDICATIONS.** Nicotine is a highly addictive and harmful drug. Existing policies regarding the possession, use, and storage of medications at school shall apply to medications containing nicotine that are prescribed to relieve withdrawal symptoms, including gum, patches, lozenges, sinus sprays, inhalers, and tablets.

**POLICY EVALUATION.** The school health coordinator/other shall prepare an annual report to the school health advisory council/board of education/other on the implementation of this policy and its effectiveness at helping students and staff members stop using tobacco, with recommendations for improvement.

Appendix C: **School Example**

			Model	School
<b>Statement of principle</b>				
1 Board, 2 Administrative			1	1
1 Punitive, 2 Preventative, 3 both			1	
1 Activities, 2 Health, 3 Both			1	1
<b>How the policy is applied</b>				
Who are affected	Students		1	1
	Employees		1	
	Visitors		1	
Conditions	Possession		1	1
	Use		1	1
	Distribution		1	
Conditions: When	1) school year/in session & 2) plus outside of school year		1	1
Conditions: Where	1) all, 2) school vehicles, 3) buildings, 4) grounds & 5) sponsored events		1	1
Conditions: Where (additional)	1) Legal citations & 2) Other if reflects on school			
Conditions: Where (exceptions)				
<b>* Enforcement Responsibilities</b>	1) admin, 2) professional staff, 3) employees, 4) law enforcement, 5) sponsors or coaches, 6) honesty policy, 7) hearsay & 8) parents		1	1
Enforcement: response elements	In school: 1) activity suspension, 2) honors suspension & 3) school suspension		1	1
Enforcement: Additional Responses	From school: 1) suspension & 2) expulsion		1	
	Hearing		1	
	Parental Notification		1	
Enforcement	Counseling		1	
	Tobacco cessation		1	
	Community service Referred to law enforcement		1	
<b>How the policy is to be communicated (entry = sum of elements)</b>				
handbooks, signage, manuals, presentations, publications (programs, newsletters, brochures), and the local media			6	
<b>Elements that affect access to tobacco</b>				
Promotion of tobacco products and companies in			1	
<b>Elements that are preventative or educational</b>				
Curriculum			1	
Special or intermittent programming			1	
Staff development training			1	
Participation in community wide efforts			1	
<b>Evaluation of the policy</b>				
Defined responsibility	1 supt., 2 coach sponsor		1	
Establish goals	1 supt., 2 coach sponsor		1	
Collect data	1 supt., 2 coach sponsor		1	
Review process	1 supt., 2 coach sponsor		1	
Report and recommend	1 supt., 2 coach sponsor		1	
<b>Notes</b> *As an example; under "Enforcement Responsibilities", there are eight areas of reference under the <b>model</b> policy, where as the <b>school</b> policy may only reference items #1, 2 & 6 of the model. Hence, the remaining five items are not addressed in the school policy.				
Sum of policy components				9
Max			30	30.0%

This appendix lists what policy items are pertinent to a "model" policy and then offers a comparison to what the school has (last column) listed in the school policy and/or it's process.

This appendix lists what policy items are pertinent to a "model" policy and then offers a comparison to what the school has (last columns) listed in the school policy and/or its process.

			Model	School 1	2	3	4	5	6	7	8	9	10	11
<b>Statement of principle</b>														
1 Board, 2 Administrative			1	1	1	1	2	1	3	2	1	1	3	2
1 Punitive, 2 Preventative, 3 both			1			1					1			
1 Activities, 2 Health, 3 Both			1	1		1		1	2	1		3	2	1
<b>How the policy is applied</b>														
Who are affected	Students		1	1	1	1			1	1	1	1	1	1
	Employees		1						1					
	Visitors		1											
Conditions	Possession		1	1		1		1	1	1	1	1	1	1
	Use		1	1		1		1	1	1	1	1	1	1
	Distribution		1					1	1		1	1		
Conditions: When	1) school year/in session & 2) plus outside of school year		1	1				1		1		1 2	1 2	
Conditions: Where	1) all, 2) school vehicles, 3) buildings, 4) grounds & 5) sponsored events		1	1			4	1			1		1	
Conditions: Where (additional)	1) Legal citation & 2) Other if reflects on school					1					1 2			
Conditions: Where (exceptions)												1 retail establishments		
* Enforcement responsibilities	1) admin, 2) professional staff, 3) employees, 4) law enforcement, 5) sponsors or coaches, 6) honesty policy, 7) hearsay & 8) parents		1	1		3 4 6 8		1 5 6 7 8		3 4 8			3	1 2 3 4 8
Enforcement: response elements	In school: 1) activity suspension, 2) honors suspension & 3) school suspension		1	1		1	1	1		1	1	1	1	1
Enforcement: Additional Responses	From school: 1) suspension & 2) expulsion		1								1			
	Hearing		1					1 quasi					1	
	Parental Notification		1			1		1 (may be)	1		1		1	1
Enforcement	Counseling		1						1			1		
	Tobacco cessation		1			1 2nd offense				1	1	1	1	1
	Community service		1											
	Referred to law enforcement										1			
<b>How the policy is to be communicated (entry = sum of elements)</b>														
handbooks, signage, manuals, presentations, publications (programs, newsletters, brochures), and the local media			6			1 copy of standards					1	1 activities statement		
<b>Elements that affect access to tobacco</b>														
Promotion of tobacco products and companies			1											
<b>Elements that are preventative or educational</b>														
Curriculum			1			1			1		1			
Special or intermittent programming			1											
Staff development training			1											
Participation in community wide efforts			1											
<b>Evaluation of the policy</b>														
Defined responsibility			1						1					
Establish goals			1											
Collect data			1						1					
Review process			1											
Report and recommend			1						1			2	1	
Notes			<p>*As an example; under "Enforcement Responsibilities", there are eight areas of reference under the <u>model</u> policy, where as the <u>school</u> policy may only reference items #1, 2 &amp; 6 of the model. Hence, the remaining five items are not addressed.</p> <p>The policy is about drug and alcohol education/enforcement. The word 'tobacco' not used.</p> <p>Has a number of penalties which <u>may</u> be imposed.</p> <p>This policy is vague about tobacco [no specific references]. Mostly refers to drug/alcohol use.</p>											
Sum of policy components				9	3	8	5	8	13	8	14	10	12	8
Max			30	30.0%	10.0%	26.7%	16.7%	26.7%	43.3%	26.7%	46.7%	33.3%	40.0%	26.7%



			Model	12	13	14	15	16	17	18	19	20	21	Row Count
<b>Statement of principle</b>														
1 Board, 2 Administrative		1		1	1	2	2	1	2	3		1	2	20
1 Punitive, 2 Preventative, 3 both		1			1			1	1	1			1	8
1 Activities, 2 Health, 3 Both		1		2	1	2		2	1		1	2		15
<b>How the policy is applied</b>														
Who are affected	Students	1		1		1		1	1	1		1		17
	Employees	1						1 (drugs)				1 (boiler room)		3
	Visitors	1		1								1		2
Conditions	Possession	1		1	1	1	1	1	1	1	1	1	1, even 18+	18
	Use	1		1		1	1	1	1	1			1	15
	Distribution	1		1			1	1	1				1	8
Conditions: When	1) school year/in session & 2) plus outside of school year	1		2		1		1					2	9
Conditions: Where	1) all, 2) school vehicles, 3) buildings, 4) grounds & 5) sponsored events	1		1		1	1	1			1	2 3, note exception of boiler room	1	12
Conditions: Where (additional)	1) Legal citation & 2) Other if reflects on school						1							3
Conditions: Where (exceptions)							1							2
* Enforcement responsibilities	1) admin, 2) professional staff, 3) employees, 4) law enforcement, 5) sponsors or coaches, 6) honesty policy, 7) hearsay & 8) parents	1		1 2 3 4 8						8	1 2 3 4 5 8	8	1 2 3 4 8	11
Enforcement: response elements	In school: 1) activity suspension, 2) honors suspension & 3) school suspension	1		1	1	1	1	1	1	1			1	17
Enforcement: Additional Responses	From school: 1) suspension & 2) expulsion	1						1	2					3
	Hearing	1		1							1			4
	Parental Notification	1		1	1				1				1	10
Enforcement	Counseling	1		1						1			1	5
	Tobacco cessation	1			1			1	1	1				10
	Community service	1								1			1	2
	Referred to law enforcement				1			1						3
<b>How the policy is to be communicated (entry = sum of elements)</b>														
handbooks, signage, manuals, presentations, publications (programs, newsletters, brochures), and the local media		6						2 statement to parents		3 handbook, posted, form				5
<b>Elements that affect access to tobacco</b>														
Promotion of tobacco products and companies		1												0
<b>Elements that are preventative or educational</b>														
Curriculum		1						1		1				5
Special or intermittent programming		1												0
Staff development training		1												0
Participation in community wide efforts		1												0
<b>Evaluation of the policy</b>														
Defined responsibility	1 supt., 2 coach sponsor	1		1?										2
Establish goals	1 supt., 2 coach sponsor	1												0
Collect data	1 supt., 2 coach sponsor	1												1
Review process	1 supt., 2 coach sponsor	1												0
Report and recommend	1 supt., 2 coach sponsor	1												3
<b>Notes</b>			<p>*As an example; under "Enforcement Responsibilities", there are eight areas of reference under the <u>model</u> policy, where as the <u>school</u> policy may only reference items #1, 2 &amp; 6 of the model. Hence, the remaining five items are not addressed</p> <p>Offers several options which seem to include commitment by student and parent to counseling and cessation programs.</p>											
Sum of policy components				7	11	8	7	15	13	11	4	6	10	
Max			30	23.3%	36.7%	26.7%	23.3%	50.0%	43.3%	36.7%	13.3%	20.0%	33.3%	